

## CHAPTER TWO

**Designated Roadway System**

To manage the transportation system, the CMA must first identify what is included in the system. California law requires that, at a minimum, the designated roadway system include all state highways and principal arterials.<sup>1</sup> Highways or roadways designated as part of the system shall not be removed from the system.

The statutes also refer to regional transportation systems as part of the required Land Use Analysis Program.<sup>2</sup> In the 1991 CMP, it was presumed that the roadway system designated in the CMP was the highway/street component of this regional transportation system. This changed with the passage of the federal Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991. ISTEA required MTC to develop a Metropolitan Transportation System (MTS) that included both transit and highways. When the MTS was developed in 1991, it included roadways recognized as ‘regionally significant’ and included all interstate highways, state routes, and portions of the street and road system operated and maintained by the local jurisdictions.

MTC contracted with the CMAs in the Bay Area to help develop the MTS and to use the CMPs to link land use decisions to the MTS. The 1993 Alameda County CMP made a distinction between the CMP-network and the MTS:

- The CMP-network is used to monitor conformance with the level of service (LOS) standards; and
- The MTS<sup>3</sup> is used for the Land Use Analysis Program.

The primary objective of designating a CMP roadway system is to monitor performance in relation to established level-of-service standards. If standards are not being maintained on a specific roadway in the

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<sup>1</sup> California Government Code Section 65089(b)(1)(A)

<sup>2</sup> California Government Code Section 65089(b)(4)

<sup>3</sup> In 2005, MTC updated the MTS to include Rural Major Collector streets and higher based on the Federal Functional Classification System (FFCS). The updated MTS is used by MTC for the purposes of funding and programming as well as in estimating roadway maintenance needs. The updated MTS was reviewed by ACTAC during the 2009 CMP Update to determine its usefulness and applicability to the Land Use Analysis Program. Based on ACTAC’s input and discussions with MTC, it was determined that the updated MTS was not appropriate for the Land Use Analysis Program because it was too detailed for planning purposes and the previous version of the MTS would continue to be used.

designated system, actions must be taken to: address problems on that facility or plans must be developed to improve the overall LOS of the system and improve air quality.

The roadway system must be detailed enough to identify significant impacts, yet be manageable for administration. The advantage of designating a relatively detailed CMP roadway system is that it may be easier to establish a link between proposed development projects and their impact on the CMP system. However, too large a CMP system could become difficult and expensive for local agencies to monitor. The criteria established below attempt to strike this balance. The effectiveness of the system and the criteria that established it will be periodically reviewed to determine if changes are warranted.

## RELATIONSHIP TO REGIONAL TRANSPORTATION PLAN

Given the statutory requirement that MTC must find the CMP consistent with the *Regional Transportation Plan* (RTP), the designated CMP system should be a subset of the MTS. This should help to ensure regional consistency among the various CMP-designated systems, particularly for facilities that cross county borders. The CMA's long-range *Countywide Transportation Plan* is the primary vehicle for coordination with the MTS. Continued coordination will be necessary to ensure consistency between Alameda County's CMP system and the MTS.

## DESIGNATED CMP SYSTEM

### Criteria

While the statutes require existing state highways be designated as part of the CMP system, they provide no guidance for which principal arterials should be included. After evaluating several possible methods, the 1991 CMP adopted an approach that provided for the systematic selection of principal arterials to include in the CMP-network.

The selected approach, which met MTC's expectations for a "reasonable" CMP network designation method, relies on a concept that is central to the CMP legislation—identifying a system that carries a majority of the vehicle trips countywide. Using the countywide travel model, an average daily traffic volume was identified that would produce a system of roadways carrying at least 70 percent of the vehicle miles traveled (VMT) countywide. This approach yielded an average daily traffic of roughly 30,000 vehicles per day as a minimum threshold. Additional criteria were included to refine the definition.

The following criteria are used to establish the designated CMP roadway system:

### All State Highways

- If a route is relocated or removed from the State Highway System, it will be evaluated according to the principal arterial criteria to determine whether it should remain in the CMP system.

### Inclusion of Principal Arterials (*Note: All four criteria must be met*)

- Must carry 30,000 vehicles per day (average daily traffic) for at least one mile;
- Must be a roadway with four or more lanes;
- Must be a major cross-town connector, traversing from one side of town to the opposite side; and
- Must connect at both ends to another CMP route, unless the route terminates at a major activity center.

### Criteria Review

The CMA Board reviewed the criteria for adding roadways in April 2009 and found that it continued to meet the original criteria of capturing a significant amount of the system carrying the highest volume of travel. It was recommended that no changes be made to the criteria at this time, but that the criteria be reevaluated in the 2011 CMP Update in light of changing land use and traffic patterns that have occurred over the last 20 years to determine if a reasonable percentage of roadways continue to meet the criteria. In the 1991 CMP, the Countywide Travel Demand Model was used to identify an average daily traffic (ADT) volume that would produce a system of roadways carrying at least 70 percentage of the vehicle miles travelled (VMT) countywide. This approach yielded the criteria used today. It was recommended that this evaluation be redone for the 2011 CMP to help identify additional potential routes if appropriate.

The criteria for adding roadways (criteria for inclusion of Principal Arterials) to the CMP-network will continue to be reviewed every four years, with the next review occurring in the 2013CMP Update. Further, in view of the liability to remediate any LOS F condition for which no funding is available, until any additional funding or new financial sources become available, the current system of the jurisdictions proposing addition of new segments on a voluntary basis will continue. However, for the 2011 CMP, a re-evaluation of the criteria will also be done as described above.

The following procedure and schedule for adding roadways to the CMP-designated system and reviewing criteria was approved by the CMA Board. Criteria for adding roadways will be reviewed in one CMP update and the adopted criteria will be applied to identify potential routes in the subsequent CMP update. For identifying potential routes, the jurisdictions will review their roadway systems for routes that may meet the Criteria for Inclusion of Principal Arterials. For potential routes, each jurisdiction will conduct 24-hour traffic counts for a period including a Tuesday through Thursday of a typical week. Traffic counts should be taken around the first week in April 2011. Each jurisdiction must submit potential CMP-designated routes to the CMA by end of June 2011. The schedule is shown in Table 2.

### The CMP System

Table 2 shows the schedule for review and update of designated routes on the CMP system. Table 3 lists the designated CMP system, including all state highways and principal arterials that satisfy the above

criteria. The entire CMP-designated system is illustrated in Figure 1 and detailed maps for each area within the county are shown in Figures 2 through 5. Characteristics of the CMP designated system determined in 1991 are as follows:

- It carried 72 percent of the countywide vehicle miles traveled (VMT).
- It contains 232 miles of roadways, of which: 134 miles (58 percent) are interstate freeways, 71 miles (31 percent) are state highways and 27 miles (11 percent) are city/county arterials.

The Metropolitan Transportation System designated by MTC is also shown in Figure 2 through Figure 5. The Metropolitan Transportation System transit corridors are shown in Figure 6 and Figure 7. The system includes the entire CMP-designated roadway system together with major arterials, transit services, rail, maritime ports, airports and transfer hubs that are critical to the region's movement of people and freight.

### **Changes to the CMP-network since 1991**

The following changes were made to the CMP network after its initial adoption by the CMA Board in 1991:

- In 2003, Caltrans realigned State Route 84 (SR 84) in Livermore from 1<sup>st</sup> Street to Isabel Avenue-Airway Boulevard. Consequently, the new alignment was added to the CMP-network in 2005. The former SR 84 alignment along 1<sup>st</sup> Street in Livermore was evaluated to see whether it meets the Principal Arterial criteria to be retained on the CMP network. Based on the results of the analysis, the 2.2 miles segment between Inman Street and I-580 was retained on the CMP-network.
- In 2007, the City of Oakland conducted 24-hour traffic counts on Hegenberger Road between I-880 and Doolittle Drive. The traffic counts collected and other characteristics of the roadway met all the Principal Arterial criteria for inclusion in the CMP-network. Accordingly, a 1.7 mile segment of Hegenberger Road between I-880 and Doolittle Drive was added to the network.

### **Local Government Responsibilities**

To be in conformance with the CMP, local jurisdictions must submit a list of potential CMP-designated routes based on 24-hour counts by spring 2011.

**Table 2—Schedule for CMP-Designated System**

TASK	WHO	WHEN
Re-evaluate Criteria for Adding Roadways	ACTAC/Board	June 2010
Identify Potential Routes	Jurisdictions	January 2011
Review Routes	ACTAC/Board	February 2011
Collect Traffic Data	Jurisdictions	March/April 2011
Review Data	ACTAC/Board	May 2011
Select CMP Designated Routes	ACTAC/Board	June 2011
Incorporate Routes in 2011 CMP	ACTAC/Board	June 2011
Review & Update Criteria for adding roadways	Jurisdictions/ACTAC/Board	June 2013

Note: Criteria for adding roadways will be reviewed in one CMP update and the adopted criteria will be applied to identify potential routes in the subsequent CMP update.

**Table 3—CMP-Designated System, Route List**

## CITIES OF ALBANY AND BERKELEY

<b>Route</b>	<b>From</b>	<b>To</b>	<b>Criteria<sup>4 5</sup></b>
SR-123 (San Pablo)	Contra Costa County line	Emeryville city limit	State Route
University Ave.	I-80	Milvia St.	Satisfies criteria
University Ave.	Milvia St.	Shattuck Ave.	Connectivity <sup>6</sup>
Shattuck Ave.	University Ave.	Haste St.	Connectivity
Shattuck Ave.	Haste St.	Derby St.	Satisfies criteria
Adeline St.	Derby St.	MLK Jr. Way	Satisfies criteria
MLK Jr. Way	Adeline St.	Oakland city limit	Satisfies criteria
SR-13 (Ashby Ave)	I-80	Tunnel Rd.	State Route
SR-13 (Tunnel Rd)	Ashby Ave.	Oakland city limit	State Route
I-80/I-580	University	Central	State Route

<sup>4</sup> Principal Arterial criteria Applied: a) must carry 30,000 average daily traffic for at least one mile; b) must be a 4- or more lane roadway; c) must be a major cross-town arterial, traversing from one side of town to the opposite side; and d) must connect to another CMP route or major activity center.

<sup>5</sup> State highways and interstate freeways are included in their entirety within each jurisdiction and include all mileage within Alameda County.

<sup>6</sup> “Connectivity” indicates that the segment has been included in the designated system to provide continuity and avoid stub ends.

## CITY OF ALAMEDA

Route	From	To	Criteria
SR-61 (Doolittle Dr.)	Oakland city limit	Fernside Blvd.	State Route
SR-61 (Otis Dr.)	Fernside Blvd.	SR-61 (Broadway)	State Route
SR-61 (Broadway)	Otis Dr.	SR-61 (Encinal Ave.)	State Route
SR-61 (Encinal Ave.)	SR-61 (Broadway)	Sherman St.	State Route
SR-61 (Central Ave.)	Sherman St.	SR-260 (Webster St.)	State Route
SR-260 (Webster St.)	SR-61 (Central Ave.)	Posey/Webster tubes	State Route
SR-260 (Posey/ Webster tubes)	SR-260 (Webster St.)	Oakland city limit	State Route
Atlantic Ave.	SR-260 (Webster St.)	Poggi St.	Satisfies criteria
Atlantic Ave.	Poggi St.	Main St.	Connectivity
Park St.	Oakland city limit	Central Ave.	Satisfies criteria
Park St.	Central Ave.	SR-61 (Encinal Ave.)	Connectivity

## CITIES OF EMERYVILLE, OAKLAND AND PIEDMONT

Route	From	To	Criteria
MLK Jr. Way	Berkeley city limit	SR-24	Satisfies criteria
SR-123 (San Pablo)	Berkeley city limit	35th St.	State Route
SR-13 (Tunnel Rd.)	Berkeley city limit	SR-24	State Route
SR-260 (Posey/ Webster tubes)	Alameda city limit	I-880	Satisfies criteria
23rd/29th Ave.	Alameda city limit	I-880	Satisfies criteria
SR-77 (42nd Ave.)	I-880	SR-185 (E. 14th St.)	State Route
SR-185 (E. 14th St.)	SR-77 (42nd Ave.)	San Leandro city limit	State Route
Hegenberger Rd.	I-880	Doolittle Dr.	Satisfies Criteria <sup>7</sup>
Hegenberger Rd.	I-880	Hawley St.	Connectivity
Hegenberger Rd.	Hawley St.	SR-185 (E. 14th St.)	Satisfies criteria
SR-61 (Doolittle Dr.)	Alameda city limit	San Leandro city limit	State Route
SR-13	SR-24	I-580	State Route
SR-24	I-980	Contra Costa County line	State Route
I-80 <sup>8</sup>	SF County Line	University Ave.	State Route
I-580	I-80	MacArthur Blvd.	State Route
I-880	I-980	Hegenberger Rd.	State Route
I-980	I-880	SR-24	State Route

<sup>7</sup> Found to meet Principal Arterial criteria in 2007.

<sup>8</sup> A portion of this route to the Emeryville border includes the city of Berkeley.

## CITY OF SAN LEANDRO

Route	From	To	Criteria
SR-61 (Doolittle Dr.)	Oakland city limit	SR-61/112 (Davis St.)	State Route
SR-61/112 (Davis St.)	SR-61 (Doolittle Dr.)	SR-185 (E. 14th St.)	State Route
SR-185 (E. 14th St.)	Oakland city limit	Ashland (unincorp.)	State Route
150th Ave.	Hesperian Blvd.	I-580	Satisfies criteria
Hesperian Blvd.	SR-185 (E. 14th St.)	San Lorenzo (unincorp.)	Satisfies criteria
I-880 <sup>9</sup>	Hegenberger Ave.	I-238	State Route
I-580 <sup>10</sup>	MacArthur Blvd.	I-238	State Route

## SAN LORENZO, CASTRO VALLEY, ASHLAND (unincorporated areas)

Route	From	To	Criteria
SR-185 (Mission Blvd.)	San Leandro city limit	Hayward city limit	State Route
Hesperian Blvd.	San Leandro city limit	Hayward city limit	Satisfies criteria
SR-238 (Foothill Blvd.)	I-238	Hayward city limit	State Route
I-880 <sup>11</sup>	I-238	A Street	State Route
I-238 <sup>12</sup>	I-880	I-580	State Route
I-580 <sup>13</sup>	I-238	I-680	State Route

<sup>9</sup> A portion of this route to the San Leandro border includes the city of Oakland.

<sup>10</sup> A portion of this route to the San Leandro border includes the cities of Hayward and Oakland.

<sup>11</sup> A portion of this route in the county includes the city of Hayward.

<sup>12</sup> A portion of this route in the county includes the city of San Leandro.

<sup>13</sup> A portion of this route in the county includes the city of Pleasanton.

## CITY OF HAYWARD

Route	From	To	Criteria
SR-185 (Mission Blvd.)	Ashland (unincorporated)	SR-92 (Jackson St.)	State Route
SR-92 (Jackson St.)	I-880	SR-185 (Mission Blvd.)	State Route
SR-238 (Foothill Blvd.)	Ashland (unincorporated)	SR-185 (Mission Blvd.)	State Route
SR-238 (Mission Blvd.)	SR-92 (Jackson St.)	Union City city limit	State Route
A Street	I-880	SR-238 (Foothill Blvd.)	Satisfies criteria
Hesperian Blvd.	San Lorenzo (unincorporated)	Tennyson Rd.	Satisfies criteria
Tennyson Rd.	Hesperian Blvd.	SR-238 (Mission Blvd.)	Satisfies criteria
SR-92	San Mateo County line	I-880	State Route
I-880 <sup>14</sup>	A Street	Alvarado-Niles	State Route

## CITIES OF UNION CITY, FREMONT AND NEWARK

Route	From	To	Criteria
SR-238 (Mission Blvd.)	Hayward city limit	I-680	State Route
Decoto Rd.	I-880	SR-238 (Mission Blvd.)	Satisfies criteria
Mowry Ave.	I-880	SR-84 (Peralta Blvd.)	Satisfies criteria
SR-262 (Mission Blvd.)	I-880	I-680	State Route
SR-84 (Thornton Ave.)	I-880	Fremont Blvd.	State Route
SR-84 (Fremont Blvd.)	SR-84 (Thornton Ave)	SR-84 (Peralta Blvd.)	State Route
SR-84 (Peralta Blvd.)	SR-84 (Fremont Blvd.)	SR-84 (Mowry Ave.)	State Route
SR-84 (Mowry Ave.)	SR-84 (Peralta Blvd.)	SR-238 (Mission Blvd.)	State Route
SR-84 (Niles Canyon)	SR-238 (Mission Blvd.)	I-680	State Route
SR-84	San Mateo County line	I-880	State Route
I-880	Alvarado-Niles	Dixon Landing	State Route
I-680	Scott Creek	SR-238	State Route

<sup>14</sup> A portion of this route to the Hayward border includes the city of Union City.

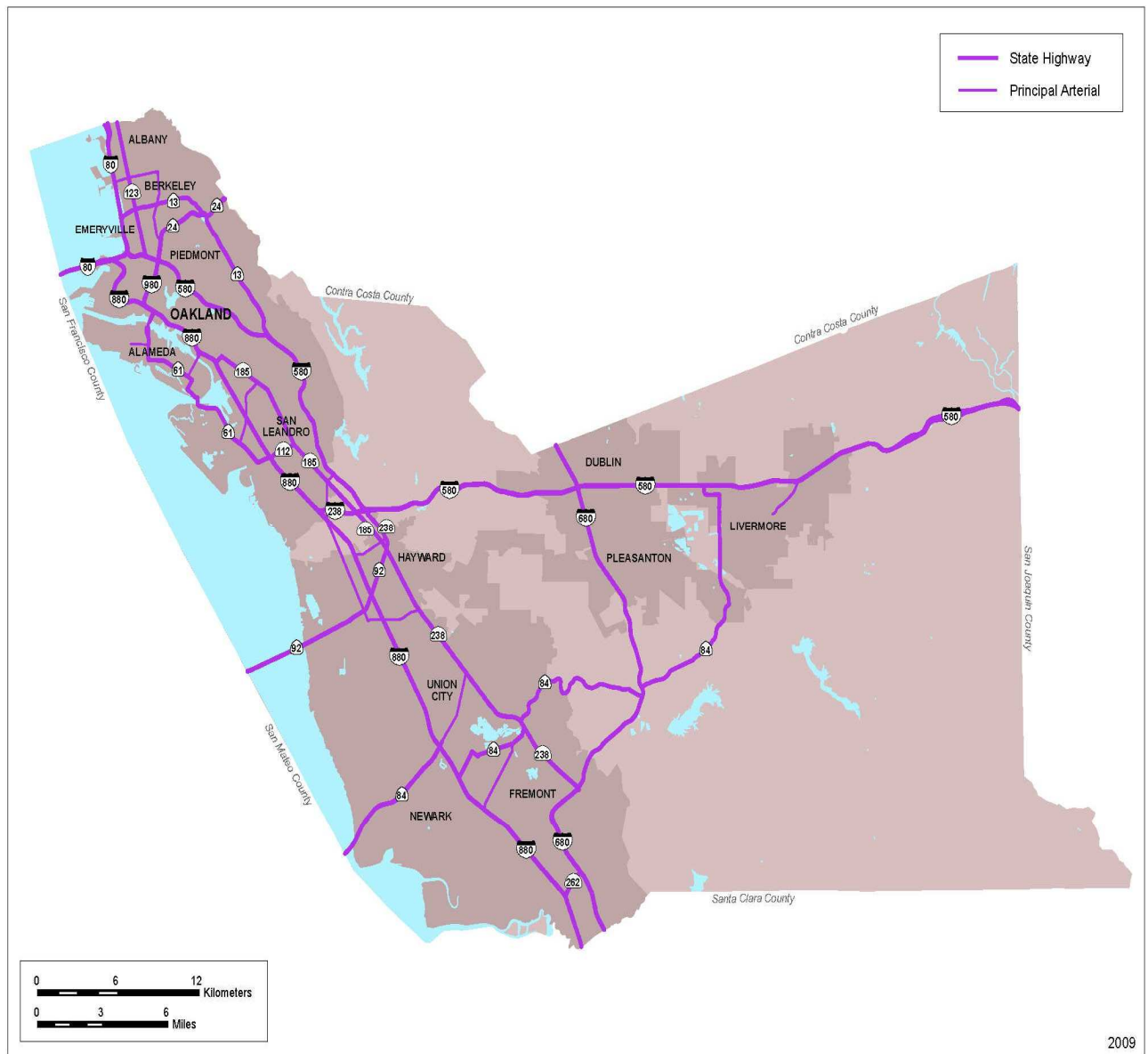
## CITIES OF PLEASANTON, DUBLIN, LIVERMORE AND UNINCORPORATED AREAS

Route	From	To	Criteria
SR-84 (Vallecitos) <sup>15</sup>	I-680	SR-84 (Isabel Ave.)	State Route
SR-84 (Isabel Ave.) <sup>12</sup>	SR-84 (Vallecitos Rd.)	SR-84 (Kitty Hawk Rd.)	State Route
SR-84 (Kitty Hawk Rd.) <sup>12</sup>	SR-84 (Isabel Ave.)	SR-84 (Airway Blvd.)	State Route
SR-84 (Airway Blvd.) <sup>12</sup>	SR-84 (Kitty Hawk Rd.)	I-580	State Route
1st Street <sup>16</sup>	Inman St.	I-580	Satisfies criteria
I-580	I-680	I-205	State Route
I-680	SR-238	Alcosta Blvd.	State Route

<sup>15</sup> New alignment of SR-84 by Caltrans in 2003.

<sup>16</sup> A portion of old SR-84 alignment found to meet the Principal Arterial criteria.

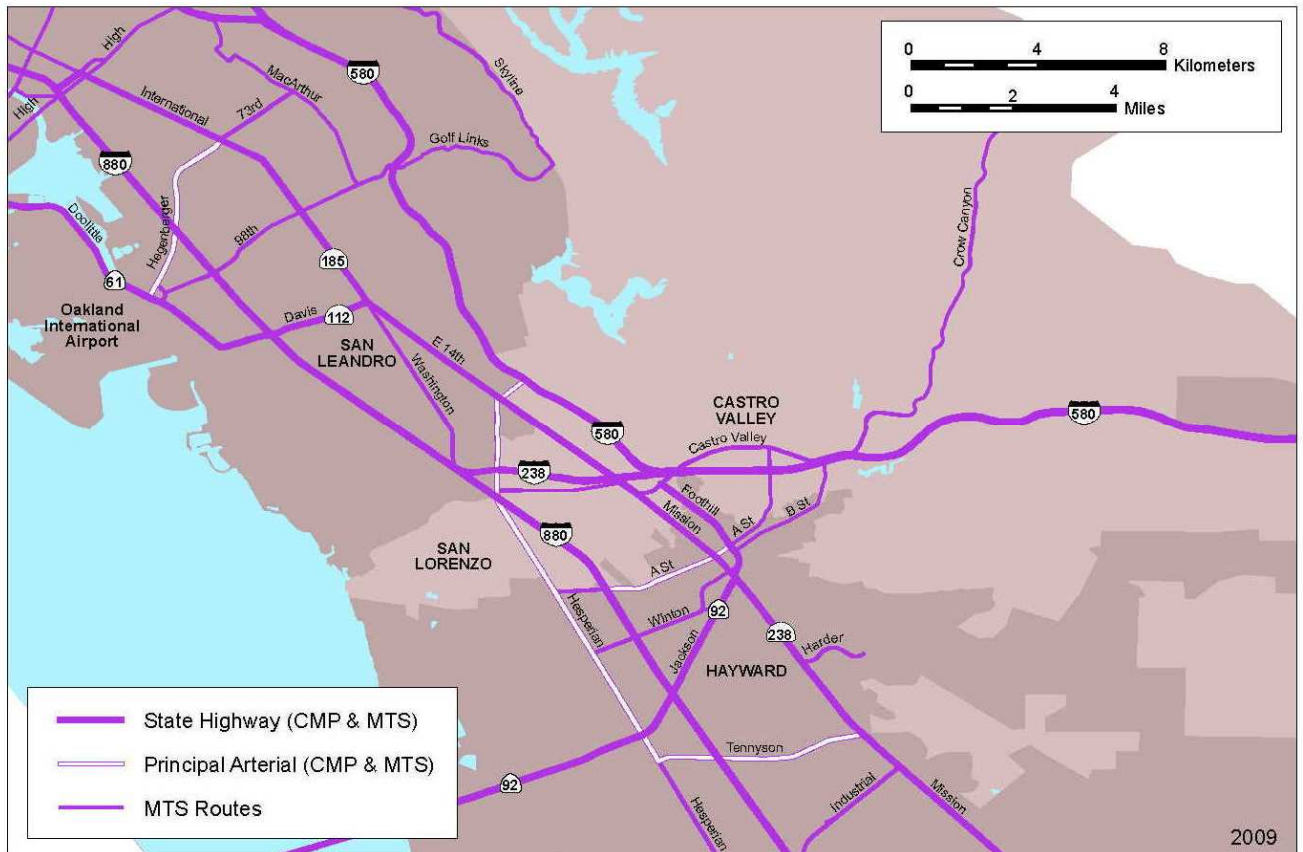
**Figure 1— Designated Countywide System Map**

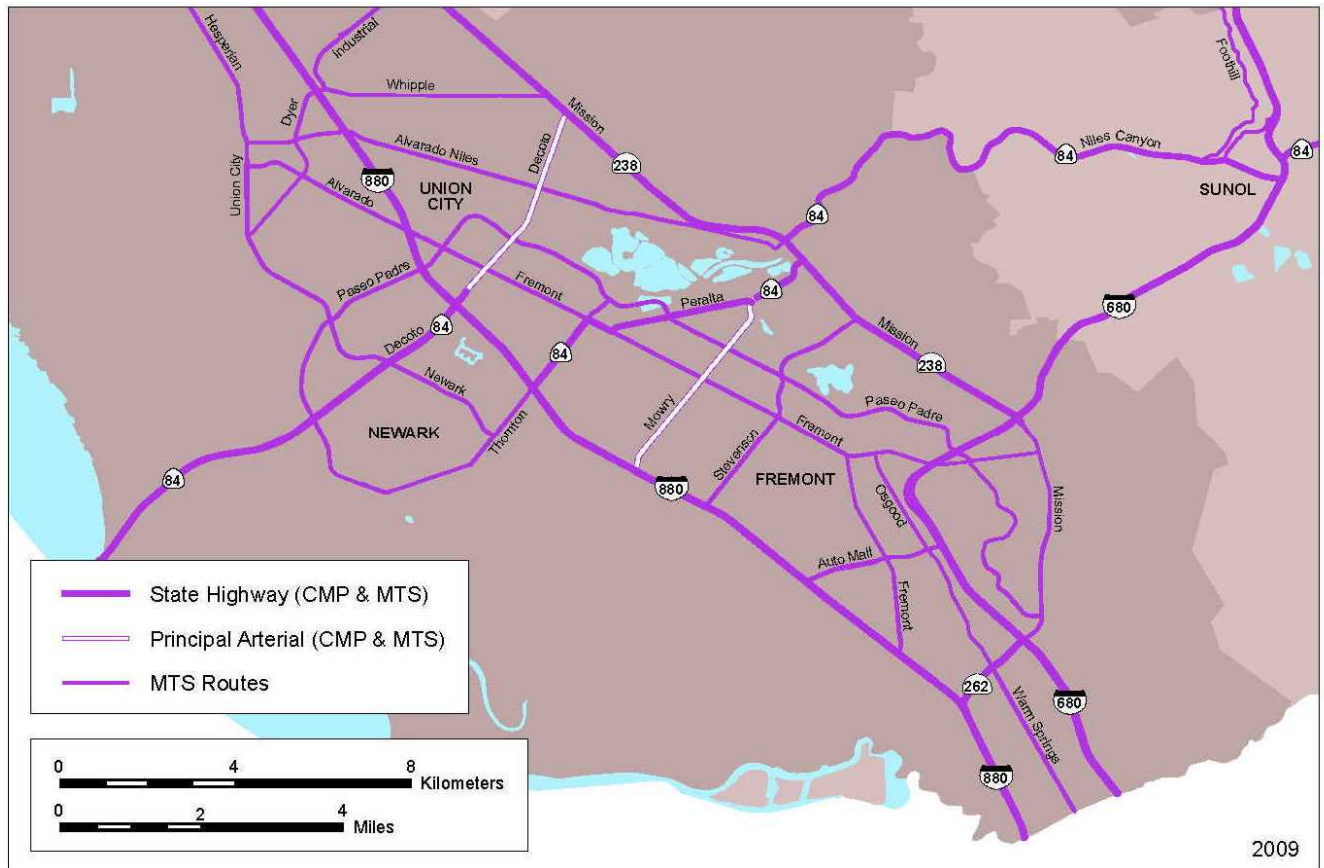


**Figure 2—Designated System Map for Alameda, Albany, Berkeley, Emeryville, Oakland and Piedmont**

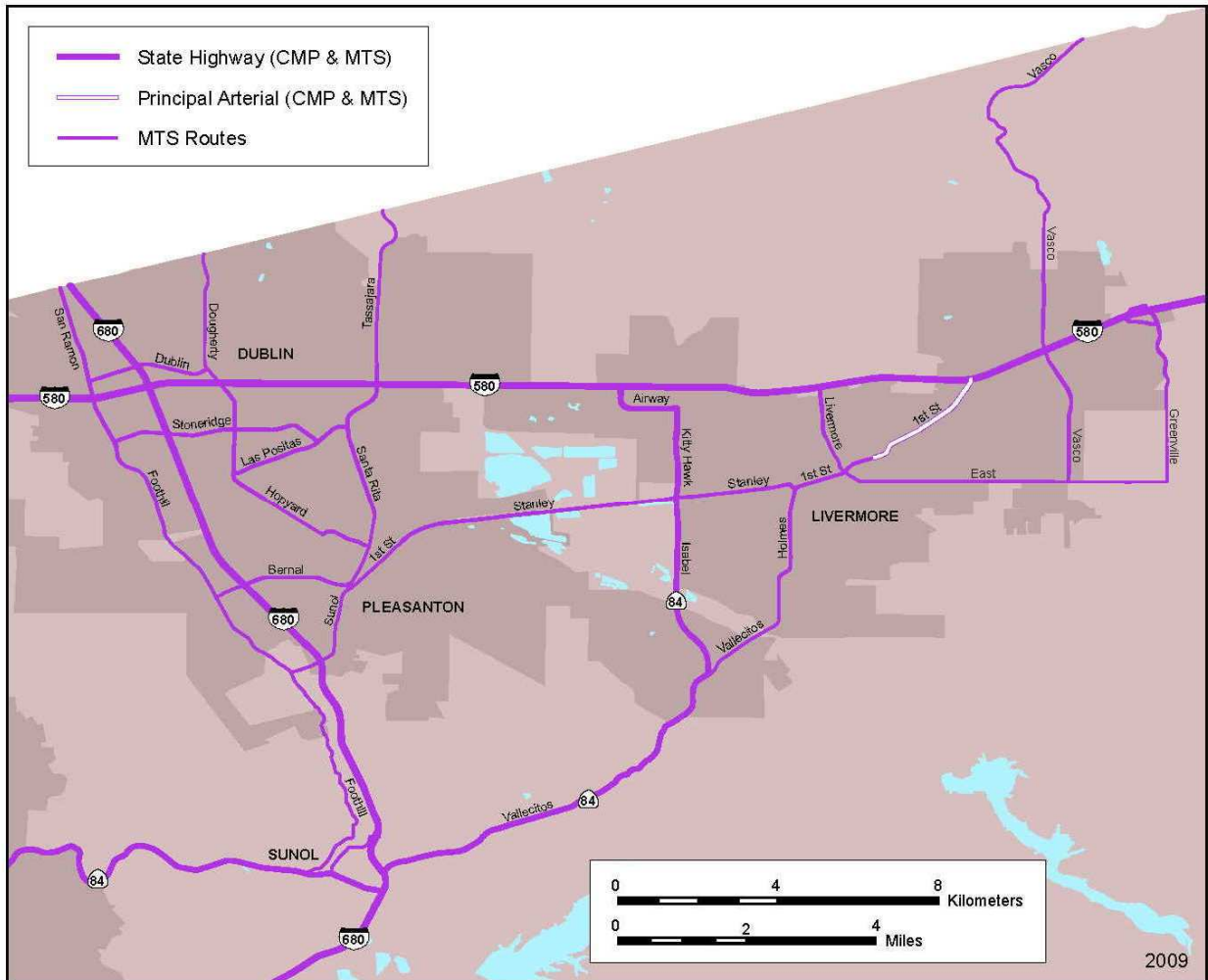


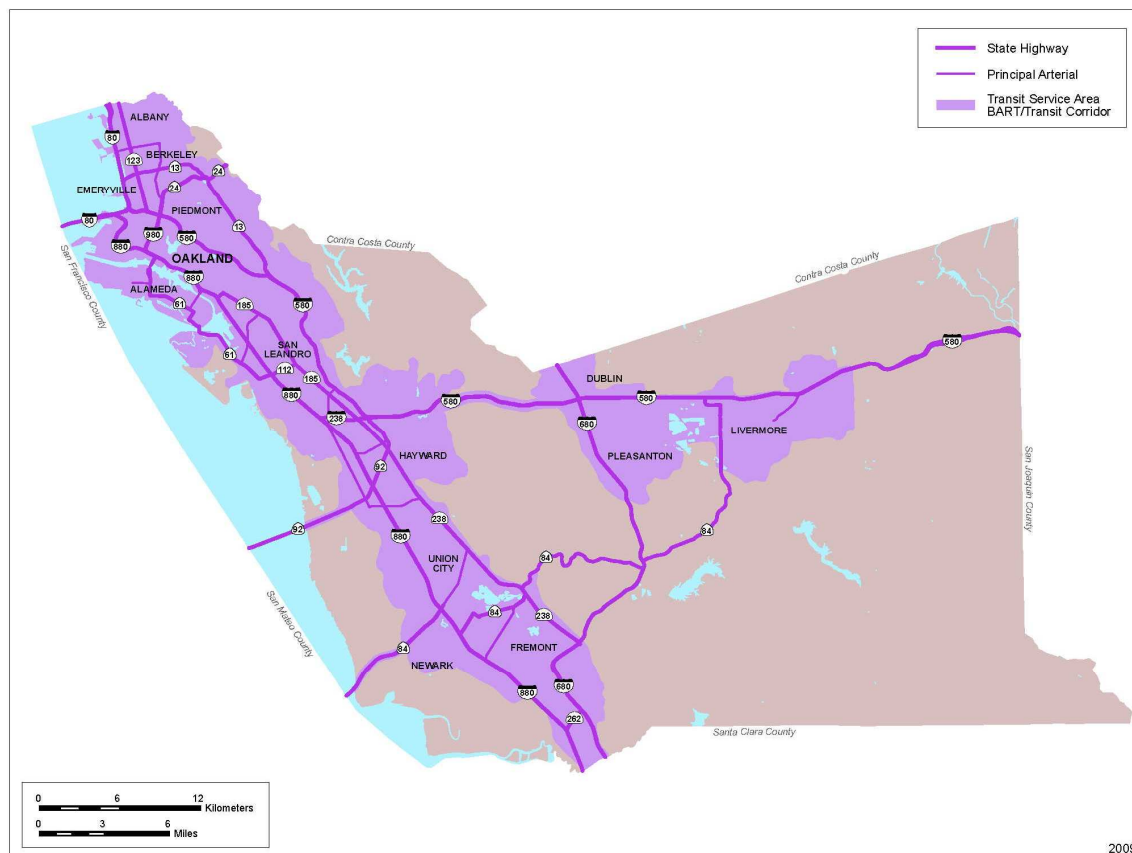
**Figure 3—Designated System Map for Castro Valley, Hayward, San Leandro and San Lorenzo**



**Figure 4—Designated System Map for Fremont, Newark and Union City**

**Figure 5 — Designated System Map for Dublin, Livermore and Pleasanton**



**Figure 6 — Metropolitan Transportation System, Transit Corridors of Alameda County**

The following are the operators that provide transit services in Alameda County:

1. AC Transit
2. Bay Area Rapid Transit (BART)
3. LAVTA
4. Union City Transit
5. ACE Commuter Rail
6. Capital Corridor
7. Alameda-Oakland Ferry Service
8. Harbor Bay Ferry Service

**Figure 7 — Metropolitan Transportation System, Transit Corridors of Northern Alameda County Detail**

